



Managing Project Extensions through Adaptive Management during Project Implementation



MINISTRY OF PLANNING AND
INTERNATIONAL COOPERATION

The Presentation of Jordan's Program:

**"Increasing the Resilience of Poor and
Vulnerable Communities to Climate Change
Impacts in Jordan through Implementing
Innovative Projects in Water And Agriculture"**

by

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GOAL & OBJECTIVES

To adapt the agricultural sector in Jordan to climate change induced water shortages and food security stresses through piloting innovative technology transfer, policy support linked to community livelihoods & resilience through:

- ❑ *Limiting the impact of climate change on water supplies by reusing treated wastewater and investing in rainwater harvesting and permaculture;*
- ❑ *Providing cost-effective climate change adaptation systems to vulnerable people;*
- ❑ *Raising the local communities' awareness about climate change and establishing databases and early warning systems*

Programme Components

Component 1: *Climate change adaptation of agricultural & water sectors through technology transfer (the use of non-conventional water resources - reuse of wastewater, rainwater harvesting & permaculture).*

Component 2: *Capacity building at both the national and local/community levels, knowledge dissemination, policy & legislation mainstreaming (and early warning systems establishment).*

NATIONAL IMPLEMENTING ENTITY (NIE)

- **Ministry of Planning and International Cooperation (MOPIC)**

EXECUTING ENTITIES (EEs)

- Ministry of Water and Irrigation (MWI)
 - Jordan Valley Authority (JVA)
 - Water Authority of Jordan (WAJ)
- Ministry of Environment (MoEnv)
- Royal Scientific Society (RSS)
- Ministry of Agriculture (MOA)
 - National Agricultural Research Center (NARC)
- Petra Development Tourism Region Authority (PDTRA)
- Hashemite Fund for Development of Jordan Badia (HFDJP)
- Jordan Food & Drug Administration (JFDA)
- Jordan Meteorological Department (JMD)
- Jordan Standards & Metrology Organization (JSMO)

PROJECTED CALENDAR

Milestones	Dates
Start of Project/Programme Implementation	Inception Workshop (13-July-2016)
Mid-term Review	July 2018
Project/Programme Closing	July 2020
Terminal Evaluation	August 2020

Mapping of detailed status of implementation as of today

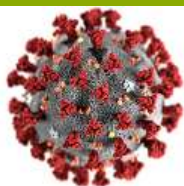
Expectations



Total number of **activities/bids** of the program to implement **67**

Total **budget** to spend **\$ 9,226,000**

Reality



Total canceled activities (by decision of the Steering Committee: due to lack of allocations, lack of jurisdiction of the Executing Entity, etc.): 23

Total number of activities intended to be implemented after the cancelation of activities: 44

Total activities/bids awarded/in progress/implemented to date: 34

Total remaining activities/bids (from the project document, not the replacement/innovative ones) to date 13

Total remaining alternative to canceled activities/bids (new/not in project document/innovative) 12

Percentage of implementation of original activities/bids of the program = 70.45 %

Actual amount spent \$ 2,123,585 (23%)



What factors led to delays in the project?

I. GENERAL PROCEDURAL REASONS (GOVERNMENT SYSTEM-RELATED)

1. Recruitment of PMU staff – long governmental recruitment procedure (**4 months average delay**);
2. Recruitment of EEs' 9 sub-projects coordinators/focal points (**5 months average delay**);
3. Sub-projects' commencement– (at average **5 months average delay**);
4. Preparing and submitting a ToR of a bid cycle (Tender Document) (**2 months average delay per bid**);
5. Very slow and lengthy tendering process due to governmental scrutiny, transparency, and auditing procedures & regulations (**13 months average delay**)

❖ This is a government-wide practice but not at MoPIC alone, deployed to prevent or minimize fraud and corruption

- ToR preparation by EE, revision and assessment by PMU, technical committees,
- ToR approval by Special Tendering Committee
- Tender announcement....purchase.... pre-bid meetings and site visits ... offer submission...
- Special Tendering Committee's bids opening and endorsement for technical evaluation
- Offers evaluation by technical committees through series of meetings
- Special Tendering Committee's Tender Awarding Meeting and Final Decision
- Bidders' objections and complaints handling system
- Contracting process and legal issues
- Customs duty exemption and tax waiver procedure

(example: a tender advertised in Feb 2017 -- awarded in Dec 2018 (**22 months** delay) -- contract signed Dec 23rd, 2019 (**+ 12 months** delay) for an activity of two-year planned period for execution).--Customs duty exemption and tax waiver procedure for the procured supplies and equipment (**+ 2 months average delay**) .

What factors led to delays in the project?

I. GENERAL PROCEDURAL REASONS (GOVERNMENT SYSTEM-RELATED)-Cntd.

- **Changes in governmental legislations**

- Reconstitution/restructuring of the Special Tendering Committee by a decree of Prime Ministry
- New government Procurement By-Law enacted in 13-2-2019 and became effective on 13-8-2019.
- The new Committee was NOT assembled as of Feb 2020 due to lengthy governmental correspondences procedure (**6 months** delay). When assembled, COVIS-19 Pandemic took place the day after

II. TECHNICAL/SITE-SPECIFIC/ACTIVITY-SPECIFIC DEALY REASONS

1. Re-tendering some of the already advertised/evaluated tenders --poor technicality or inaccuracy of the TORs
2. Delay to conduct an ESIA to ease the fear of the opponent entities (was first advertised in June 2018, the tender was **re-tendered three times** before awarding on April 14th 2019, **22 months** delay)
3. Pre-status of the execution site -- a natural reserve overlapping, archeological site, geotechnical characteristics, etc. (**5 months average delay**).
4. Cost escalation issues and lengthy correspondence and approval procedures to transfer funds between budgets (**4 months average delay**).
5. Variation orders for some tenders (**9 months average delay**)
6. Beneficiary problems and change of beneficiary due to inadequate financial and administrative status
 - replacement with another beneficiary and assessment of the suitability of the new beneficiary (**36 months** delay)

Proposed solutions and lessons for AF's future projects

AF's side

- ✓ **Maximize Control and Monitoring on IEs (more stringent control mechanism)**
 - **Specially for common reasons of delay**
- ✓ **Segregation of overlooked versus declared phases of project at the proposal stage based on expected pace of execution of each**
 - **Preparatory {procurement, tendering phase} vs. targets achievement phase**
 - **Better approximation of time of each phase to set the real duration of a project**

IEs' side

- ✓ **Governance changes to minimize decision making and execution bureaucracy**
 - **Possible in light of flexibility shown in dealing with COVID-19 Pandemic**
 - **Special Tendering Committee may delegate tendering process of some of bids to EEs.**
 - **If a line ministry is the IE, the PMU should be pre-trained on routine governmental management and tendering procedures and it is better if the staff hired be familiar with such system so that a PM who is from outside the system is not surprised and retarded with such rote system.**

EEs' side

- ✓ **Opportunity for improving project management & implementation capacities**
 - **Technical and financial systems' improvement windows**
 - **Project management capacity building**

AF → IEs → EEs: A Relay Race



Thank you for attention!

